

Docket Item #32-A
MASTER PLAN AMENDMENT #96-04
OLD TOWN VILLAGE

Planning Commission Meeting
June 4, 1996

ISSUE: Consideration of an amendment to the Southwest Quadrant Small Area Plan Chapter of the 1992 Master Plan to increase the densities and heights permitted

APPLICANT: Eakin Youngentob Associates Inc.
by Jonathan P. Rak, attorney

LOCATION: 409 South Henry Street; 324 South West Street;
403 South Payne Street; 1423 Wilkes Street

CITY COUNCIL ACTION, JUNE 15, 1996: City Council approved the Planning Commission recommendation and approved the request, subject to compliance with all applicable codes, ordinances and staff recommendations and preserving Jamieson Avenue as a public right-of-way.

PLANNING COMMISSION ACTION, JUNE 4, 1996: On a motion by Mr. Ragland, seconded by Ms. Fossum, the Planning Commission voted to recommend approval of the request, subject to compliance with all applicable codes, ordinances and staff recommendations. The motion carried on a vote of 6 to 0. Mr. Leibach was absent.

Reason: The Planning Commission agreed with the staff analysis.

Speakers:

John Rak, representing the applicant.

Bob Youngentob, the applicant.

[Additional speakers related to the development plan; see speakers under Special Use Permit #96-0056]

STAFF RECOMMENDATION:

Staff recommends **approval** of a master plan amendment to change the maximum height west of South Payne Street within the subject property from 45' to 60' plus an additional 20' for a limited number of rooftop architectural features and to change the land use map from RM/Residential Medium to RH/Residential High for the portion of the site west of Payne Street.

DISCUSSION

The applicant, Eakin Youngentob Associates, Inc (EYA), proposes to amend the zoning map for the subject property to CRMU-L/Commercial Residential Mixed Use Low in conjunction with a proposed development plan for townhouse and multifamily (condominium) development, with a proffer to the development plan. The subject property, known as the "Southern Railway" site, is located at the corner of Duke Street and South Henry Street, extending south to Wilkes Street and west, behind the Fannon properties on Duke Street, to beyond West Street.

The Southwest Quadrant Small Area Plan designates the northern portion of the site, along Duke Street, OC/Office Commercial Medium, and the remainder of the site RM/Residential Medium. The Master Plan also limits heights in the area to 45-50'.

The site is located within the Southwest Quadrant Small Area Plan and has been a railway yard since 1848. As a result of extremely dense commercial uses proposed several times in the late 1980s/early 90s, the Southwest Quadrant Addendum of the 1992 master plan recommended changing the zoning designation from I-2 to OC/Office Commercial, R-A and R-B Residential in order to "protect the adjacent residential neighborhood from inappropriate commercial uses and densities...", with the higher density and commercial uses along Duke and Henry Streets and lower densities and residential uses to the south, adjacent to the existing low scale residential neighborhoods. The applicant is seeking to increase the densities in the western portion of the RA-zoned area.

The applicant has requested an amendment to change the OC, RA and RB zoning designations to CRMU-L, proffered to a development plan.

In addition, a master plan amendment is required to change the maximum heights permitted on the site and to change the land use designation of the western portion of the site.

The Master Plan limits heights on the site to a scale "compatible with the residential and institutional areas and with the Historic District," generally 45 to 50 feet. The heights proposed by the applicant for the section of the site east of South Payne Street are below the 45' presently allowed (30'-42'). However, the heights proposed for the section west of South Payne Street are 60', plus some modest rooftop architectural features, and require a Master Plan amendment.

MPA 96-0004

STAFF ANALYSIS:

The Master Plan for this area anticipated OC commercial (or residential) uses along Duke Street, with townhouses or multifamily residential in the central band on the site, and townhouses toward the south adjacent to Wilkes Street and the Southwest neighborhood.

The applicant wishes to build only townhouses east of Payne Street at densities at or below that allowed under existing zoning, but wants to build multifamily dwellings (condos) west of Payne Street at densities higher than allowed under existing RA zoning.

The developer justifies this change on the grounds that it is proposing to build less than the theoretical maximum development allowed on the three existing zones on the site as a whole although staff notes that most new development coming in for review is at densities below the maximum allowed because the market will not currently support higher densities.

The applicant could probably build under the existing zoning if it mixed townhouses and lower midrise condos throughout the RA zone, reducing the overall density within the zone; this would not necessarily produce a superior result, and would not be consistent with the developer's desire to do townhouses east of Payne Street and to sell the land west of Payne Street to another developer who wishes to build higher density condos.

The proposed development plan requires an increase in height on the portion of the site west of Payne Street, from 45' to 60'. At the same time, the plan proposes heights less than those permitted on the eastern portion of the site; the townhouses east of Payne Street vary in height from 30'-42'. Staff believes the proposed arrangement of heights in the development plan is acceptable. It places lower heights next to the lower scaled development along Duke Street and along Wilkes Street.

The western section of the site is adjacent to the historic cemeteries on the west and south and behind low commercial uses on the north.

The increased heights for this section of the proposed project should not, therefore, have an adverse impact on views or sunlight for existing adjacent residences. Staff supports an increase in height from 45' to 60' for the portion of the site west of Payne Street.

In addition, staff supports a limited number of rooftop architectural features, such as the cupolas shown, not to extend more than 20' above the height limit, with the approval of the Director of Planning & Zoning.

Staff is also recommending a change to RH/Residential High from RM/Residential Medium for the western portion of the site on the land use map, to be consistent with the higher densities of residential development that are part of the proffered CRMU-L rezoning.

Staff believes that the proposed change to the Master Plan is not inconsistent with the overall goals for the site in the Southwest Quadrant Small Area Plan chapter of the Master Plan, although it does increase the allowable heights. The plan maintains low scale buildings along Duke and Wilkes Street, and allows a bit more density in the central area of the site. Staff's only reservation about the proposed change has more to do with staff's reservations about the quality of the development proposed for west of Payne Street than it does with the quality of the change to the Master Plan. Staff would be reluctant to recommend a change to the Master Plan to provide extra height and density in order to facilitate a less than excellent development plan. Staff hopes that the proposed development will be improved in order to merit this action.

STAFF: Sheldon Lynn, Director, Department of Planning and Zoning;
Kimberley Johnson, Chief, Development.

RESOLUTION NO. MPA-96-0004

WHEREAS, under the Provisions of Section 9.05 of the City Charter, the Planning Commission may adopt amendments to the Master Plan of the City and submit to the City Council such revisions in said plans as changing conditions may make necessary; and

WHEREAS, an application for amendment to the SOUTHWEST QUADRANT SMALL AREA PLAN section of the 1992 Master Plan was filed with the Department of Planning and Zoning on March 28, 1996 for changes in the land use designations to the parcels located at 409 South Henry Street; 324 South West Street; 403 South Payne Street and 1423 Wilkes Street; and

WHEREAS, the Department of Planning and Zoning has analyzed the proposed revision and presented its recommendations to the Planning Commission; and

WHEREAS, a duly advertised public hearing on the proposed amendment was held on June 4, 1996 with all public testimony and written comment considered; and

WHEREAS, the Planning Commission finds that:

1. The proposed amendment is necessary and desirable to guide and accomplish the coordinated, adjusted and harmonious development of the SOUTHWEST QUADRANT SMALL AREA PLAN section of the City; and
2. The proposed amendment is generally consistent with the overall goals and objectives of the 1992 Master Plan and with the specific goals and objectives set forth in the SOUTHWEST QUADRANT SMALL AREA PLAN section of the 1992 Master Plan; and
3. The proposed amendment shows the Planning Commission's long-range recommendations for the general development of the SOUTHWEST QUADRANT SMALL AREA PLAN; and
4. Based on the foregoing findings and all other facts and circumstances of which the Planning Commission may properly take notice in making and adopting a master plan for the City of Alexandria, adoption of the amendment to the SOUTHWEST QUADRANT SMALL AREA PLAN section of the 1992 Master Plan will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare

of the residents of the City;

RESOLUTION NO. MPA-96-0004

Page 2

NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Alexandria that:

1. The following amendment is hereby adopted in its entirety as an amendment to the SOUTHWEST QUADRANT SMALL AREA PLAN section of the 1992 Master Plan of the City of Alexandria, Virginia in accordance with Section 9.05 of the Charter of the City of Alexandria, Virginia:

Change the maximum height of the portion of the Southern parcel (409 South Henry Street; 324 South West Street; 403 South Payne Street and 1423 Wilkes Street) west of Payne Street from 45' to 60' with up to an additional 20' for a limited number of rooftop architectural features.

Change the land use designation for the portion of the Southern parcel west of Payne Street from RM/Residential Medium to RH/Residential High.

2. This resolution shall be signed by the Chairman of the Planning Commission and attested by its secretary, and a true copy of this resolution forwarded and certified to the City Council.

ADOPTED the 4th day of June, 1996.

W. B. Hurd, Chairman

ATTEST:

Sheldon Lynn, Secretary

ATTACHMENT

**SUMMARY OF PERMITTED DEVELOPMENT
BEFORE AND AFTER MASTER PLAN AMENDMENT/REZONING**

	Land Area	Max DUs Permitted	Max NSF Permitted	FAR	Height
OC	154,422 sf	193 units	193,027 sf	1.25	50'
RA	290,592 sf	180 units	217,944 sf	.75	45'
RB	99,650 sf	50 units	74,737 sf	.75	45'
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totals	544,664 sf	423 units	485,708 sf	.89	
CRMU-L	544,664 sf	675 units	816,966 sf	1.50	50'
Proposed	544,664 sf	285 units	544,800 sf	1.16	30'-60'

Area of existing **OC** portion of site = approximately 154,422 sq.ft.
(3.55 acres and 28% of proposed site)
Maximum FAR: 1.25, not to exceed 54.45 units/acre for multifamily or 22 units/acre for townhouse development.
(this would allow 193 multifamily units or 78 townhomes)
Maximum Height: 50'
Minimum Open Space for residential use: 40%
Minimum Lot Size: 1,600 sq.ft./townhouse, 800 sq.ft./multifamily dwelling.

Area of existing **RA** portion of site = approximately 290,592 sq.ft.
(6.67 acres and 53% of the proposed site)
Maximum FAR: 0.75, 22 townhouse units/acre, 27 multifamily
(this would allow 180 multifamily units or 146 townhomes)
Maximum Height: 45'
Minimum Open Space for residential use: 800 sq.ft./dwelling
Minimum Lot Size: 1,980 sq.ft./townhouse (1,600 s/SUP), 1,600 sq.ft./multifamily dwelling.

Area of existing **RB** portion of site = approximately 99,650 sq.ft.
(18% of the proposed site)

Maximum FAR: 0.75, 22 dwelling units/acre

Maximum Height: 45'

Minimum Open Space for residential use: 800 sq.ft./dwelling

Minimum Lot Size: 1,980 sq.ft./townhouse (1,600 s/SUP),
multifamily dwellings are not allowed in this zone.

Area of proposed **CRMU-L** site = 544,664 sq.ft., 12.5 acres

Maximum residential FAR allowed: 1.0, 1.5 w/SUP

Maximum Height allowed per SAP: 50' north of Wolfe St., 45'
south of Wolfe St.

Open Space allowed: 40%

There are no minimum lot sizes

PROPOSED

FAR proposed: 1.16 Overall, 1.11 for townhomes, 1.25 for
multifamily

22.8 dwellings/acre overall, 17.9 townhomes/acre, 33.8
multifamily units/acre

Height proposed: 30'-40' at townhomes, 58' at multifamily + cupola

Open Space proposed: 33.5% overall, 33.9% for townhomes, 32.6% for
multifamily

Smallest lot size proposed: 800 sq.ft.